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ABSTRACT

The Department of Labor's (DOL's) worker protection functions touch the lives of nearly every worker. Its approaches to carrying out these functions may have met the needs of an earlier time, but today's work world presents new demands and challenges to the federal government's traditional role. Today it is time to question the DOL's role in the areas of worker protection and work force development. According to employers and employees, DOL's approach needs the following: greater service orientation, improved communication, increased employers' and workers' accessibility to compliance information, and expanded meaningful input into the standard-setting and enforcement processes. By developing alternative regulatory strategies that supplement and, in some instances, replace its current labor-intensive approach, the DOL can carry out its statutory responsibilities in a less costly, more effective manner. Similarly, in the work force development area, the nation's job training programs have become increasingly fragmented and unclear. What exists today, spread across many federal agencies, is a patchwork of federal programs with similar goals, conflicting requirements, overlapping populations, and questionable outcomes. The roughly $20 billion appropriated in fiscal year 1995 for job training assistance to adults and out-of-school youth is disbursed to 15 agencies, including the DOL, which supports 163 separate programs. The current situation suggests that a major overhaul and consolidation of programs is needed to create a more efficient, effective work force development system. (This report contains two appendixes: (1) major statutes and executive orders governing workplace regulation and (2) list of 45 publications on work force development and worker protection.) (KC)

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Testimony

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House of Representatives

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DEPARTMENT OF LABOR

Rethinking the Federal Role in Worker Protection and Workforce Development

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Education and Employment Issues
Health, Education, and Human Services Division

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Mr. Chairman and Members of the Subcommittee:

We are pleased to be here today to assist the Subcommittee as it looks for ways to improve the activities at the U.S. Department of Labor, while making the Department a smaller, more effective agency.

Over the years, the federal government and the Department of Labor have contributed significantly to work life quality in America by improving working conditions and worker-management relations and improving workforce skills. However, the ever increasing pace of change in the economy, the globalization of markets, the workforce's increasing skill requirements, and changing employer-employee relations have presented new demands and challenges to the federal government's traditional roles and approaches. This raises the questions: What should the federal role be today in ensuring worker protections and workforce development, and how can that role be carried out in a less costly manner and at the same time enhance U.S. competitiveness?

To help you address these questions, you asked that we discuss our work on federal programs and activities, including the Labor Department's role, in the areas of (1) worker protection and (2) workforce development.[1]

In summary, our work suggests that although Labor has accomplished much over its history, its current approaches to worker protection are dated and frustrate both workers and employers. What is needed, according to the employers and employees we spoke with is a greater service orientation: improved communication, increased employers' and workers' accessibility to compliance information, and expanded meaningful input into the standard-setting and enforcement processes. By developing alternative regulatory strategies that supplement and in some instances might replace its current labor-intensive compliance and enforcement approach, Labor can carry out its statutory responsibilities in a less costly, more effective manner.

Similarly, in the workforce development area, the nation's job training programs have become increasingly fragmented and unclear. Rather than a coherent workforce development system, what exists today, spread across many federal agencies, is a patchwork of federal programs with similar goals, conflicting requirements, overlapping populations, and questionable outcomes. The roughly $20 billion appropriated in fiscal year 1995 for job training assistance to adults and out-of-school youth is disbursed to 15 agencies, including Labor, which supports 163 separate programs. The current situation suggests that a major overhaul and

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[1]See appendix II for a list of GAO's work related to Department of Labor functions, workplace protection activities, and employment training programs.

consolidation of programs is needed to create a more efficient, effective workforce development system.

BACKGROUND

The purpose of the Labor Department, which was established as a separate executive department in 1913, is to "...foster, promote, and develop the welfare of wage earners of the United States, to improve their working conditions, and to advance their opportunities for profitable employment." This purpose has evolved into two main Labor Department functions: ensuring worker protection, essentially through regulation issuance and enforcement, and enhancing workers' skills through job training.

The bulk of Labor's budget ($25 billion of Labor's $33.8 billion fiscal year 1995 budget) is mandatory spending on income maintenance programs such as the unemployment insurance program. (See table 1.) About $8.2 billion of Labor's 1995 budget is for enforcement of worker protections and workforce development--$1 billion is for enforcing workplace standards for such areas as minimum wages, pensions, and occupational safety and health; and $7.2 billion is allocated to employment training activities. However, most--about 10,000 full-time equivalent (FTE) staff-years--of Labor's 17,600 FTEs are dedicated to its labor-intensive worker protection efforts, while about 1,800 FTEs are used to oversee its workforce development responsibilities.[2]

The Department has six units responsible for worker protections: the Employment Standards Administration, the Pension and Welfare Benefits Administration, the Office of the American Workplace, the Pension Benefits Guaranty Corporation, the Occupational Safety and Health Administration, and the Mine Safety and Health Administration. Together, they have 10,229 FTEs and a budget of $1 billion.

The Department's workforce development responsibilities are housed in the Employment and Training Administration and the Veterans' Employment Training Service. Together, they have a budget of about $7.2 billion and 1,800 FTEs. Labor Department employment training programs include 20 programs authorized by the Job Training Partnership Act (JTPA) for economically disadvantaged adults and youth, workers who lose their jobs due to plant closings or downsizing, and an intensive residential program for severely disadvantaged youth. Other activities include support for the Employment Service, Apprenticeship Training, and the Veterans Employment Program.

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[2]Labor has experienced a long-term decline in staffing, from over 24,000 FTEs in fiscal year 1980 to 17,600 in fiscal year 1995.

Table 1: Department of Labor Appropriations and Staff-Year Spending, Fiscal Year 1995

Category	Fiscal year 1995 appropriations (millions)	Full-time equivalent staff-years
Unemployment Insurance and Other Income Maintenance Expenses	$24,998	0
Employment and Training	7,229	1,801
Enforcement	1,029	10,229
Employment Standards Administration	277	3,677
Pension and Welfare Benefits Administration	69	621
Office of the American Workplace	31	400
Pension Benefits Guaranty Corporation	138	687
Occupational Safety and Health Administration	313	2,323
Mine Safety and Health Administration	201	2,521
Bureau of Labor Statistics	351	2,543
Departmental Management	178	2,569
Office of the Inspector General	52	490
Total	$33,837	17,632

Note: Totals may not add due to rounding.

Source: Department of Labor.

DISSATISFACTION WITH LABOR'S CURRENT APPROACH TO WORKER PROTECTION

Despite Labor's many contributions over its history to protecting workers, the Department's approaches do not appear well suited to the demands and challenges of today's work world. Moreover, workplace laws and regulations have risen in number and complexity in the last 60 years. This, combined with Labor's approach to enforcing these worker protections through labor-intensive, on-site inspections and the imposition of fines and penalties viewed as "gotcha"-oriented, have created difficulties for employers. Concerns have arisen that this approach does not recognize "good-faith" efforts of businesses and questions have

been asked as to whether this is the most effective means for improving working conditions today. For example, Labor continues to use on-site inspections to enforce OSHA regulations despite the addition of millions of new workplaces and employees in recent years. About 2,000 federal and state compliance officers are responsible for well over 6 million workplaces; this equals a ratio of 1 inspector for every 3,000 workplaces.

Last year, we released a report that identified the many federal statutes comprising the framework of federal workplace regulation and collected information about actual employer and employee experiences with worker protection regulations.[3] To obtain the experiences of those operating under federal workplace protection statutes, we used a case study approach and interviewed a broad range of 36 employers and employee representatives of organizations of large and small businesses in 24 different industries in different states. Six of the employers had less than 75 workers; 12 had more than 500 workers. Nine of the businesses had multistate operations, and nine had some workers represented by a union.

In our study we found that, although firms of all sizes supported the need for workplace regulations, employers and workers were more concerned with how regulations are carried out rather than with the aims of the regulations. For example, employers believed that

-- regulatory agencies use a "gotcha" rather than a more collaborative approach;

-- enforcement is unfair and inconsistent, in part due to lack of staff knowledge of regulations and business operations;

-- regulators fail to acknowledge good-faith compliance efforts; and

-- communication between agencies and firms and unions is poor.

Only 8 of the 26 key statutes and one executive order that we identified as the core framework of federal workplace regulation--primarily covering areas such as labor-management relations, minimum wages, and unemployment insurance--were in place by 1960. The number of statutes almost doubled by 1970 and reached 19 by 1980. Today, Labor oversees 21 of these statutes, and the Equal Employment Opportunity Commission (EEOC) oversees 4. (See fig. 1 and app. I.)

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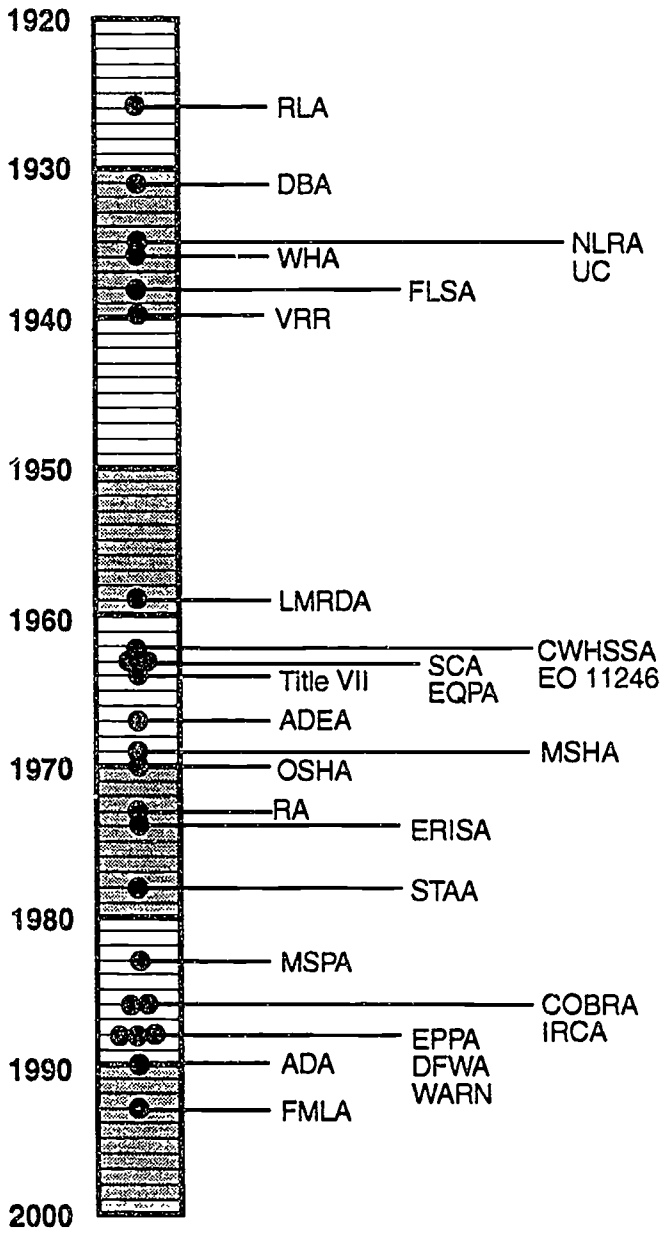
[3]Workplace Regulation: Information on Selected Employer and Union Experiences (GAO/HEHS-94-138, June 30, 1994).

Figure 1: Legislative Chronology of Key Workplace Protection Statutes



ADEA	Age Discrimination in Employment Act
ADA	Americans With Disabilities Act
COBRA	Consolidated Omnibus Budget Reconciliation Act of 1985
CWHSSA	Contract Work Hours and Safety Standards Act
DBA	Davis-Bacon Act
DFWA	Drug-Free Workplace Act
EPPA	Employee Polygraph Protection Act
ERISA	Employee Retirement Income Security Act
EQPA	Equal Pay Act (amendments to the Fair Labor Standards Act)
EO 11246	Executive Order 11246
FLSA	Fair Labor Standards Act
FMLA	Family and Medical Leave Act
IRCA	Immigration Reform and Control Act (amendments to the Immigration and Nationality Act)
LMRDA	Labor-Management Reporting and Disclosure Act
MSHA	Federal Mine Safety and Health Act
MSPA	Migrant and Seasonal Agricultural Worker Protection Act
NLRA	National Labor Relations Act
OSHA	Occupational Safety and Health Act
RLA	Railway Labor Act
RA	Rehabilitation Act - Section 503
SCA	Service Contract Act
STAA	Surface Transportation Assistance Act (Anti-retaliatory provision)
Title VII	Title VII of the Civil Rights Act
UC	Unemployment compensation provisions of the Social Security Act
VRR	Veterans' reemployment rights provisions of the Selective Training and Service Act
WHA	Walsh-Healey Act
WARN	Workers Adjustment and Retraining Notification Act

The growth in the Department's regulatory mandate has had important implications for the amount of workplace regulation with which employers must comply. Today, the magnitude, complexity, and

dynamics of workplace regulation pose a formidable challenge for employers of all sizes. Such regulation has expanded and continually changed in the last 60 years, not only because of new laws but also because of judicial decisions and new and revised regulations. Many employers and workers may not be able to keep up with these dramatic changes. Smaller employers that we interviewed appeared to be the least aware of workplace requirements; larger employers felt unsure of all the rules that applied to their operations. This lack of awareness and confidence contributed to a widespread fear of noncompliance among the employers we interviewed. Union representatives that we talked to also discussed the difficulty of getting accurate information from some government agencies. They believed that this contributed to many workers' lack of awareness of their workplace rights.

In addition, employers we interviewed questioned whether Labor's agencies, as they currently operate, were really meeting the goals of the governing statutes, such as ensuring safe workplaces. They said that the agencies' approach was generally adversarial, characterized by poor communication and a lack of employer access to regulatory information, unfair and inconsistent enforcement, and vague laws and regulations that invited lawsuits. Some employers reported that the staff of some agencies such as OSHA and Office of Federal Contract Compliance Programs (OFCCP) often exhibited a "gotcha" attitude during their enforcement operations, failing to acknowledge employers' good-faith compliance efforts. For example, an official at a large hospital said, "OSHA has conducted several inspections at our facility, which we believe were done on a 'gotcha' approach....The hospital is not allowed to interpret the regulations and standards for the situations at hand. The standards are enforced too rigidly."

Opportunities to Revamp Labor's Regulatory Approach

Today, a consensus is emerging that the federal government must change the way it ensures worker protections. Therefore, we have an excellent opportunity to reexamine and rethink Labor's operations to find a less costly, more effective means of ensuring worker protections.

Consistent with this perspective, many employers and union members we interviewed expressed a belief in the need for federal regulatory agencies to adopt a greater service orientation and in a greater reliance on alternative regulatory strategies. For example, our interviewees thought that greater employer and worker responsibility for ensuring worker protection and the use of more incentives would be a positive step, reserving strict enforcement to those individuals who deserve it. Under this approach there could be a greater reliance on mediation to resolve civil rights and other workplace conflicts to avoid the high cost of litigation.

From our past work,[4] we also believe that other regulatory approaches, such as placing greater responsibility on workers and individual employers to maintain a safe and healthful workplace, show great promise in enabling agencies to perform their statutory missions more effectively and at less cost to taxpayers. In our review of employer workplace health and safety programs,[5] we determined that the potential reduction in injuries and illnesses could likely justify the additional burden associated with their implementation, at least for high-risk employers. Although we did not review their effectiveness, we also noted that six states have required the formation of joint labor-management health and safety committees and that OSHA has issued voluntary guidelines on their formation.

Many employers and union representatives that we interviewed suggested that government agencies could foster greater compliance by increasing the amount of technical assistance they provide to employers and by educating workers more effectively about their rights. Some of the suggestions that employers and union representatives made included establishing toll-free hotlines and computer bulletin boards to help employers get compliance information and establishing information offices with staff who would answer questions, provide education and outreach services, and publish newsletters on regulatory developments. Some employer and union representatives also suggested that improved training of agency staff and increased staffing, based on Labor's current enforcement approach, could improve the regulatory process.

PATCHWORK OF FEDERAL PROGRAMS SUPPORT WORKER DEVELOPMENT

In addition to its worker protection responsibilities, the Labor Department historically has been the focal point for federal workforce development activities. Today, however, Labor is responsible for less than a quarter of the nation's job training programs (37 of the 163 programs), with a third of the $20.4 billion of federal spending on workforce development, as illustrated in table 2.

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[4]Occupational Safety and Health: Worksite Safety and Health Programs Show Promise (GAO/HRD-92-68, May 19, 1992).

[5]Worksite safety plans are essentially management systems for overseeing and controlling safety and health in the workplace. Components of such programs can include development of a written plan addressing workplace hazards and the means to control these hazards, worker training and education on health and safety, and employee involvement in the development and implementation of the program.

Table 2: Number of Employment Training Programs, Agencies, and Fiscal Year 1995 Appropriations by Target Group

Target group	Number of programs		Other agencies	Fiscal year 1995 appropriation (in millions)	
	Total	Labor		Total	Labor
Youth	19	7	5	$2,848	$2,441
Veterans	16	4	2	1,092	175
Dislocated workers	10	8	2	1,647	1,574
Native Americans	10	1	3	121	64
Economically disadvantaged	9	3	4	3,220	947
Women/minorities	6	0	3	69	0
Migrants	5	1	1	100	86
Homeless	5	1	3	11	0
Older workers	4	2	1	562	463
Refugees	4	0	1	109	0
Not categorized	75	10	10	10,635	1,094
Total	163	37	14	$20,414	$6,844

Our work has demonstrated that the federal government's patchwork of programs is characterized by overlap, duplication, wasted resources, and poor service quality and creates confusion for clients, employers, and administrators.[6] Additionally, many agencies do not know if the their programs actually help people get jobs. Thus, the effectiveness of these programs is also in question.

A Snapshot of Labor's Workforce Development Programs

We identified that many of the problems that plague the majority of workforce development programs also are present in Labor's programs. To illustrate, we will highlight a few programs from youth, dislocated worker, and economically disadvantaged groups. In doing so, we are also suggesting that these programs may warrant additional budget review. The programs all come under JTPA, which

[6]Multiple Employment Training Programs: Major Overhaul Needed to Create a More Efficient, Customer-Driven System, (GAO/T-HEHS-95-70, Feb. 6, 1995).

is funded on a program year basis. That is, fiscal year 1995 appropriations will not be available to states until July 1, 1995. Most of the programs experienced a budget increase during fiscal year 1995, despite the overall reduction in the Department's budget from 1994 to 1995. It is important to note that workforce development programs only provide assistance to a small minority of the eligible population--from about 6 percent for the JTPA Title IIA program for disadvantaged workers to about 30 percent for dislocated workers. Budget reductions in some of these areas would likely result in a reduction in services provided to these populations.

Youth Target Group

-- The JTPA Title IIC youth training program provides training to in-school youth aged 14 and 15 and out-of-school economically disadvantaged youth, aged 16 to 21. Title IIC goals include helping youth increase long-term employability; enhancing occupational, educational, and citizenship skills; and increasing employment and earnings. The program's fiscal year 1995 budget totaled $549 million, $10 million lower than fiscal year 1994 levels. A recent evaluation of the earnings gains of out-of-school participants found the program to be ineffective.[7]

-- The Job Corps program is primarily a residential program for severely disadvantaged youth. It targets youth aged 16 to 21 with severe economic and educational deficiencies (such as being a school dropout or lacking reading or math skills) and other employment barriers. The Job Corps funding for fiscal year 1995 is $1.1 billion, an increase of $59 million over 1994. The increased funding is earmarked primarily for program expansion--through increasing the number of Job Corps centers. However, the Department's Inspector General has pointed out in recent testimony relatively low program performance at some centers and the need for overall program improvements.[8]

-- The JTPA Title IIB Summer Youth program targets disadvantaged youth aged 14 to 21 to expose them to the world of work, enhance basic education skills and citizenship skills, and encourage school completion. The program was appropriated about $1.06 billion in fiscal year 1995--an increase of $168 million--and, according to Department estimates, will serve over 620,000 participants. Two recent studies concluded that the program succeeded in providing participants with work experience but

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[7]The National JTPA Study: Title IIA Impacts on Earnings and Employment at 18 Months, Abt Associates, Inc. (Jan. 1993).

[8]Statement by Charles C. Masten, Inspector General, U.S. Department of Labor, before the Senate Committee on Labor and Human Resources (Oct. 4, 1994).

that the remedial education component was not being consistently applied throughout the nation.[9]

Dislocated Worker Group

-- At $1.3 billion, Labor's largest training program provides employment training assistance to dislocated workers. It received increases of $516 million in fiscal year 1994 and $178 million in fiscal year 1995. We determined that this program has had difficulty spending its allocations, carrying over funds of $54 million from fiscal year 1993 to 1994. However, little information is available on whether this program is making a difference--that is, we do not know if participants are more likely to find jobs than nonparticipants.

Economically Disadvantaged Adults Group

-- The JTPA Title IIA program provides employment training services to economically disadvantaged adults to enable them to enter and advance in the labor force. The program was funded at $1.06 billion in fiscal year 1995, a $57 million increase over 1994. Although a recent study indicated that the program had generally positive, although modest, effects on the earning and employment of participants,[10] its growth alone may warrant revisiting the program.

Opportunities to Save Money and Improve Service Quality

We are convinced that a major overhaul and consolidation of the 163 programs is needed to create a more effective workforce development system and that Labor's role in this new system must be clearly defined. Although the amount of money spent on administering these programs cannot be readily quantified and is generally not even tracked by program, administrative costs are substantial. Therefore, comprehensive consolidation and streamlining of these programs could likely result in substantial budget savings in future years and improve the assistance provided to participants.

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[9]Audit of the 1992 Summer Youth Employment and Training Program, U.S. Department of Labor, Office of Inspector General, (Washington, D.C.: Feb. 24, 1993); and Study of the JTPA Title IIB Program During the Summer of 1993, Westat, Inc. (Apr. 1994).

[10]The National JTPA Study: Title IIA Impacts on Earnings and Employment at 18 Months, Abt Associates, Inc. (Jan. 1993).

CONCLUSION

The Department of Labor's worker protection functions touch the lives of nearly every American. Its approaches to carrying out these functions may have met the needs of an earlier time, but today's work world presents new demands and challenges to the federal government's traditional role and approaches. Clearly, the old ways of doing business are inadequate, and new, less costly, more effective means of ensuring worker protections are needed.

In light of the fragmented, duplicative workforce development programs that have evolved over time, we believe a concerted effort is needed to overhaul and consolidate programs to create an effective and efficient workforce development system. Moreover, as the Congress is considering proposals to convert many programs to block grants to streamline and achieve cost savings, we believe an opportunity exists to rethink and better define the federal workforce development strategy and Labor's role in it.

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Mr. Chairman, that concludes my prepared statement. At this time, I will be happy to answer any questions you or other members of the Subcommittee may have.

For more information on this testimony, please call Sigurd Nilsen at (202) 512-7003 or Charlie Jeszeck at (202) 512-7036. Other major contributors included Robert Rogers and Lori Rectanus.

APPENDIX I

DESCRIPTION OF MAJOR STATUTES AND EXECUTIVE ORDERS GOVERNING WORKPLACE REGULATION

Statute	Description[a]	Principal enforcement agency
Labor Standards		
FLSA	Establishes minimum wage, overtime pay and child labor standards	Labor - WHD[b]
Davis-Bacon Act	Provides for payment of prevailing local wages and fringe benefits to laborers and mechanics employed by contractors and subcontractors on federal contracts for construction, alteration, repair, painting or decorating of public buildings or public works	Labor - WHD
Service Contract Act	Provides for payment of prevailing local wages and fringe benefits and safety and health standards for employees of contractors and subcontractors providing services under federal contracts	Labor - WHD
Walsh-Healey Act	Provides for labor standards, including wage, hour, safety, and health for employees working on federal contracts for the manufacturing or furnishing of materials, supplies, articles, or equipment	Labor - WHD
CWHSSA	Establishes standards for hours, overtime compensation, and safety for employees working on federal and federally financed contracts and subcontracts	Labor - WHD
MSPA	Protects migrant and seasonal agricultural workers in their dealings with farm labor contractors, agricultural employers, agricultural associations, and providers of migrant housing	Labor - WHD
Benefits		
ERISA	Establishes uniform standards for employee pension and welfare benefit plans, including minimum participation, accrual and vesting requirements, fiduciary responsibilities, and reporting and disclosure requirements	Labor - PWBA,[c] PBGC[d], Treasury - IRS[e]
COBRA	Provides for continued health care coverage under group health plans for qualified separated workers for up to 18 months	Labor - PWBA Treasury - IRS
Unemployment Compensation	Authorizes funding for state unemployment compensation administrations and provides the general framework for the operation of state unemployment insurance programs	Labor - ETA[f]
FMLA	Entitles employees to take up to 12 weeks of unpaid, job-protected leave for specified family and medical reasons such as the birth or adoption of a child or an illness in the family	Labor - WHD

Statute	Description[a]	Principal enforcement agency
Civil Rights		
Title VII	Prohibits employment or membership discrimination by employers, employment agencies, and unions on the basis of race, color, religion, sex, or national origin; prohibits discrimination in employment against women affected by pregnancy, childbirth, or related medical condition	EEOC[g]
Equal Pay Act	Prohibits discrimination on the basis of sex in the payment of wages	EEOC
EO 11246	Prohibits discrimination against an employee or applicant for employment on the basis of race, color, religion, sex, or national origin by federal contractors and subcontractors, and requires federal contractors and subcontractors to take affirmative action to ensure that employees and applicants for employment are treated without regard to race, color, religion, sex, or national origin	Labor - OFCCP[h]
ADEA	Prohibits employment discrimination on the basis of age against persons 40 years and older	EEOC
ADA	Prohibits employment discrimination against individuals with disabilities; requires employers to make "reasonable accommodations" for disabilities unless doing so would cause undue hardship to the employer	EEOC
Section 503 of the Rehabilitation Act	Prohibits federal contractors and subcontractors from discriminating in employment on the basis of disability and requires them to take affirmative action to employ, and advance in employment, individuals with disabilities	Labor - OFCCP
Anti-retaliatory provision - STAA	Prohibits the discharge or other discriminatory action against an employee for filing a complaint relating to a violation of a commercial motor vehicle safety rule or regulation or for refusing to operate a vehicle that is in violation of such a rule or regulation, or because of a fear of serious injury due to an unsafe condition	Labor - OSHA[i]
Occupational Health and Safety		
OSHA	Requires employers to furnish each employee with work and a workplace free from recognized hazards that can cause death or serious physical harm	Labor - OSHA
MSHA	Requires mine operators to comply with health and safety standards and requirements established to protect miners	Labor - MSHA[j]
Drug Free Workplace Act	Requires recipients of federal grants and contracts to take certain steps to maintain a drug free workplace	Labor - OFCCP
Labor Relations		

Statute	Description[a]	Principal enforcement agency
NLRA	Protects certain rights of workers, including the right to organize and bargain collectively through representation of their own choice	NLRB[k]
LMRDA	Requires the reporting and disclosure of certain financial and administrative practices of labor organizations and employers; establishes certain rights for members of labor organizations; imposes other requirements on labor organizations	Labor - OAW[l]
Railway Labor Act	Sets out the rights and responsibilities of management and workers in the rail and airline industries and provides for negotiation and mediation procedures to settle labor-management disputes	NMB[m]
Employment Decisions: Hiring and Separations		
Polygraph Protection Act	Prohibits the use of lie detectors for pre-employment screening or during the course of employment	Labor - WHD
Veterans' Reemployment Rights Law	Provides reemployment rights for people returning from active duty or reserve training in the armed forces or National Guard	Labor - VETS[n]
Employment provisions of IRCA	Prohibits the hiring of illegal aliens and imposes certain duties on employers in hiring; prohibits employment discrimination against legal aliens; authorizes but limits the use of imported temporary agricultural workers	Labor - WHD
WARN	Requires employers to provide advance written notice of plant closings and mass layoffs to individual affected employees, local governments, and other parties	None°

[a]Many statutes are complex and contain a multitude of requirements, rights, and remedies. The information presented has been simplified for illustrative purposes.
[b]Wage and Hour Division
[c]Pension Welfare Benefit Administration
[d]Pension Benefit Guarantee Corporation
[e]Internal Revenue Service
[f]Employment and Training Administration
[g]Equal Employment Opportunity Commission
[h]Office of Federal Contract Compliance Programs
[i]Occupational Safety and Health Administration
[j]Mine Safety and Health Administration
[k]National Labor Relations Board
[l]Office of the American Workplace
[m]National Mediation Board
[n]Veteran's Employment and Training Service

°Although ETA wrote WARN's implementing regulations, there is no principal enforcement agency because the law is enforced privately through the courts.

RELATED GAO PRODUCTS

WORKFORCE DEVELOPMENT

Multiple Employment Training Programs: Major Overhaul Needed to Create a More Efficient, Customer-Driver System (GAO/T-HEHS-95-70, Feb. 6, 1995).

Department of Labor: Opportunities to Realize Savings (GAO/T-HEHS-95-55, Jan. 18, 1995).

Multiple Employment Training Programs: Major Overhaul Needed to Reduce Costs, Streamline the Bureaucracy, and Improve Results GAO/T-HEHS-95-53, Jan. 10, 1995).

Multiple Employment Training Programs: Basic Program Data Often Missing (GAO/T-HEHS-94-239 Sept. 28, 1994).

Multiple Employment Training Programs: How Legislative Proposals Address Concerns (GAO/T-HEHS-94-221, Aug. 4, 1994).

Multiple Employment Training Programs: Overlap Among Programs Raises Questions About Efficiency (GAO/HEHS-94-193, July 11, 1994).

Multiple Employment Training Programs: Conflicting Requirements Underscore Need for Change (GAO/T-HEHS-94-120, Mar. 10, 1994).

Multiple Employment Training Programs: Major Overhaul is Needed (GAO/T-HEHS-94-109, Mar. 3, 1994).

Multiple Employment Training Programs: Most Federal Agencies Do Not Know If Their Programs Are Working Effectively (GAO/HEHS-94-88, Mar. 2, 1994).

Multiple Employment Training Programs: Overlapping Programs Can Add Unnecessary Administrative Costs (GAO/HEHS-94-80, Jan. 28, 1994).

Unemployment Insurance: Program's Ability to Meet Objectives Jeopardized (GAO/HRD-93-107, Sept. 28, 1993).

The Job Training Partnership Act: Potential for Program Improvements but National Job Training Strategy Needed (GAO/T-HRD-93-18, Apr. 29, 1993).

Dislocated Workers: Worker Adjustment and Retraining Notification Act (WARN) Not Meeting Its Goals (GAO/HRD-93-18, Feb. 23, 1993).

Employment Service: Improved Leadership Needed for Better Performance (GAO/HRD-91-88, Aug. 6, 1991).

Job Training Partnership Act: Inadequate Oversight Leaves Program Vulnerable to Waste, Abuse, and Mismanagement (GAO/HRD-91-97, July 30, 1991).

Advance Notice: Public and Private Sector Policy and Practice (GAO/T-HRD-91-19, Apr. 18, 1991).

Targeted Jobs Tax Credit: Employer Actions to Recruit, Hire, and Retain Eligible Workers Vary (GAO/HRD-91-33, Feb. 20, 1991).

Unemployment Insurance: Administrative Funding is a Growing Problem For State Programs (GAO/HRD-89-72BR, May 24, 1989).

Job Training Partnership Act: Services and Outcomes for Participants With Differing Needs (GAO/HRD-89-52, June 9, 1989).

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WORKER PROTECTION

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